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SUBJECT: 2007-2008 INTERNATIONAL NARCOTICS  
CONTROL STRATEGY REPORT (INCSR) PART I, DRUGS AND CHEMICAL  
CONTROL - ESTONIA

REF: STATE 136780

¶1. (U) The following is Embassy Tallinn's submission for  
the 2007 - 2008 (EUR) International Narcotics Control  
Strategy Report (INCSR) Part I, Drugs and Chemical Control.

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¶I. SUMMARY  
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¶2. (U) The closures of illegal synthetic drug labs,  
seizures of narcotic substances, detection of drug chains  
and arrest of record number of Estonian drug traffickers  
around the world indicate drug production and transit  
activity are ongoing in Estonia. They also reflect the  
increase of counter-narcotics efforts by Estonian law  
enforcement agencies. Except for the higher HIV-infection  
rate among intravenous drug users, the drug situation in  
Estonia does not differ from that in other European  
countries. Estonia is a party to the main international  
drug control conventions, including the UN Convention  
Against Illicit Trafficking in Narcotic Drugs and  
Psychotropic Substances (1988).

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II. STATUS OF THE COUNTRY  
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¶3. (U) Estonia's most popular illegal narcotics include  
trimethylphenyl ("White Persian," ) heroin, ecstasy,  
amphetamines, gammahydroxybutyrate (GHB), cannabis and  
poppy. The last of these is primarily used outside of  
Tallinn. The closure in the first ten months of 2007 of  
three illegal synthetic drug labs, along with seizures of  
production equipment and precursors, indicate that  
synthetic drugs are produced in Estonia. While some drugs  
are consumed locally, production is also exported to  
neighboring countries, as evidenced by the frequent arrests  
of drug traffickers at the border. Also in 2007, a record  
number of Estonian drug traffickers have been arrested in  
foreign countries showing the involvement of Estonian drug  
traffickers in the international illegal drug trade. (See  
para 10.) Seizures of large quantities of narcotic  
substances by Estonian law enforcement agencies indicate  
that Estonia is located on a drug transit route in the  
region.

14. (U) According to Government of Estonia (GOE) and NGO estimates, there are about 14,000 intravenous drug users (IDUs) in Estonia. Due to its large IDU population, Estonia has the highest growth rate per capita of HIV infections in Europe. As of October 2007, a total of 6,250 cases of HIV has been registered nationwide, 519 of which were registered in 2007. To date, AIDS has been diagnosed in a total of 176 people, 41 of whom were diagnosed in 2007. Male IDUs still account for the largest share of newly registered HIV cases; however, in 2007, young women made up 42 per cent of new HIV cases, indicating that the epidemic is spreading to the general population.

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III. COUNTRY ACTIONS AGAINST DRUGS  
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15. (U) POLICY INITIATIVES. In 2007, Estonia continued to upgrade its anti-narcotics legal framework. In March, the Government of Estonia (GOE) approved its 2007-09 Action Plan based on the National Strategy on Prevention of Drug Dependency for 2004-2012, adopted in 2003. The Action Plan sets targets and gives guidelines for implementing organizations to meet the six objectives of the strategy: prevention, treatment and rehabilitation, harm reduction, demand reduction, addressing the problem of drugs in prisons, and overall monitoring and evaluation of the Action Plan. In 2006, the Law amending the Narcotic Drugs and Psychotropic Substances Act (LANDPSA) came into force, harmonizing Estonia's legislation with European Union (EU) narcotics regulations. The LANDPSA also brought domestic law into compliance with the United Nations (UN) Convention against Illicit Traffic in Narcotic Drugs and Psychotropic

Substances.

16. (U) Also in 2007, Estonia continued to implement its national 2006-2015 anti-HIV/AIDS strategy, which pledges to bring about a steady reduction in the spread of HIV and improve the quality of life of people with the disease. Following parliamentary elections in March 2007, the new government coalition reiterated this pledge in its coalition agreement. The GOE plans to focus its prevention efforts on young people and their parents, with the ultimate goal of reducing the number of new cases of HIV to the European regional average of 50-70 cases per one million people per year, or one-tenth the current rate. The strategy pays special attention to programs for various at-risk groups, including IDUs, which currently form the largest sub-group within the HIV positive population.

17. (U) Although the United Nations Global Fund to Fight HIV/AIDS, TB, and Malaria (GF) finished its four-year program in Estonia in September, the GOE has committed to take over all HIV-related activities carried out under Global Fund's \$10.4 million grant. While the Ministry of Social Affairs has overall coordinating responsibility, each cabinet Minister is responsible for HIV prevention, harm reduction and treatment in his or her administrative area (i.e., Ministry of Justice -- HIV in prisons; Ministry of Defense -- HIV in defense forces; Ministry of Education and Research -- HIV prevention in schools and colleges). All ministries report to the governmental committee that coordinates HIV and drug abuse prevention activities, established in 2006. The committee is comprised of representatives from the Ministries of Social Affairs, Education and Research, Defense, Internal Affairs, Justice, and Finance, as well as local governments, the World Health Organization, organizations for people living with HIV/AIDS, and members of the original working groups that drafted the GOE's 2005-2015 anti-HIV/AIDS strategy. The committee reports directly to the Cabinet on a bi-annual basis.

18. (U) LAW ENFORCEMENT EFFORTS. Combating narcotics is a major priority for Estonian law enforcement agencies.

Police, customs officials and the border guard maintain good cooperation on counter-narcotics activities. Currently, 88 police officers work solely on drug issues. Their primary mission is to destroy international drug rings (rather than catch individual suppliers). From January through September 2007, the Estonian police registered 860 drug-related criminal cases and successfully carried out several counter-narcotics operations.

¶9. (U) In April, officers of the drug squad of the North Police Prefecture seized more than a kilogram of cocaine and a large amount of ecstasy tablets estimated to have a street value of \$140,000. This was the largest amount of cocaine ever seized by that jurisdiction. According to the police, the packaging of the drugs clearly indicated the suspect was involved in drug smuggling. In August, two suspects were arrested with 15 doses of gammahydroxybutyrate (GHB). A search of their dwelling uncovered 23 grams of cocaine and three liters of GHB, which corresponds to more than 600 doses. In September, as a result of an extensive operation, the Estonian Central Criminal Police discovered a cache of various narcotics, including the largest amounts of hashish ever confiscated in Estonia. In addition to the 70 kg of hashish, the seizure netted 1500 grams of cocaine, 300 grams of "White Chinaman" and several bags of marijuana with a total estimated street value of \$1 million. In October, as a result of long-term surveillance, the Estonian central Criminal Police raided a drug lab and seized 10 liters of liquid amphetamine, lab equipment and chemicals used in amphetamine production. They detained four persons suspected of manufacturing large quantities of amphetamines. The search of one suspect's apartment yielded 15 kilos of liquid amphetamine. The total seizure amounted to an estimated 30,000 doses with a total value of \$140,000.

¶10. (U) In October, the Central Criminal Police detained a criminal group recruiting young people from Estonia to

traffic narcotics from South America. Previously only about seven drug traffickers of Estonian origin were arrested abroad every year. In 2007, 30 people from Estonia have been arrested for drug trafficking -- seven detained in Europe and 23 in South American (including 12 in Venezuela.)

¶11. (U) Combating the illicit narcotics trade is also a top priority for the Estonian Tax and Customs Board (ETCB). All customs, investigation, and information officers have received special training in narcotics control, and all customs border points are equipped with rapid drug tests. There are about 100 customs officers working on the Estonia-Russian border (part of the European Union's eastern-most border). About 150 Customs officers work in mobile units all over Estonia. There are 14 Customs teams with 18 drug sniffing dogs. In the first six months of 2007, the dogs found approximately ten kilos of narcotic substances. All four Customs regions have a designated narcotics control liaison officer, and are supported by a narcotics analyst in the Tallinn headquarters. In May, Estonian Customs Officials - in cooperation with U.S. and Latvian law enforcement agencies - detained an international criminal group of eight people and seized roughly 8 kg of high-quality cocaine with a street value of \$2.1 million. The smugglers brought the drugs to the Estonian coast in a small boat from a freighter sailing in Estonian territorial waters and planned to forward them to other Baltic countries. In July, during X-ray screening, Estonian Customs Officials found 4.2 kilos of heroin hidden in the car of a Latvian citizen. This seizure prevented up to 70,000 doses of heroin from reaching the streets.

¶12. (U) CORRUPTION. Estonia is a relatively corruption-free country, receiving high scores on international corruption and economic indexes - out-performing all other new EU member states and some of the old EU-15 countries.

The GOE does not encourage or facilitate illicit production or distribution of narcotics or psychotropic drugs or the laundering of proceeds from illegal drug transactions. There are no reports of any senior official of the GOE engaging in, encouraging, or facilitating the illicit production or distribution of narcotic substances.

¶13. (U) AGREEMENTS AND TREATIES. Estonia is party to the main international drug control conventions: the UN Single Convention on Narcotic Drugs (1961), the UN Convention on Psychotropic Substances (1971), the UN Convention Against Illicit Trafficking in Narcotic Drugs and Psychotropic Substances (1988), and the Council of Europe Convention on Laundering, Search, Seizure, and Confiscation of the Proceeds from Crime (1990). A 1924 extradition treaty, supplemented in 1934, remains in force between the United States and Estonia, and a mutual legal assistance treaty in criminal matters was entered into by the countries in 2000. In 2006, the Estonian Parliament ratified a new Estonian-U.S. extradition agreement and a revised agreement on mutual legal assistance in criminal matters. The new agreement is in compliance with agreements previously signed between the EU and the United States as well as a 2002 decision of the EU Council concerning arrest warrants and transfer procedure. Estonia is a party to the UN Convention against Transnational Organized Crime and its three protocols. Estonia's domestic drug legislation is consistent with international laws regulating the combat against illicit drugs.

¶14. (U) CULTIVATION/PRODUCTION. Estonia's cold climate precludes it from becoming a major drug cultivator; however, in northeastern Estonia small amounts of poppies are grown for domestic consumption. Nevertheless, the closures of drug labs and seized products and precursors in different regions of Estonia demonstrate synthetic narcotics production is ongoing in Estonia. Most of the labs were small and very mobile, making it difficult to detect and close them. In addition to production for domestic consumption, synthetic drugs produced in Estonia are exported to neighboring countries, including the Nordic countries and northwestern Russia.

¶15. (U) DRUG FLOW/TRANSIT. Estonia's geographical position

makes it attractive to drug smugglers. Frequent arrests of drug traffickers and seizures of narcotic substances at the border indicate Estonia's involvement in the international drug trade, but also demonstrate the high performance level of Estonian law enforcement agencies. (See paras 8 and 9).

Frequent arrests of Estonian drug traffickers around the world shows their involvement in the international drug trade.

¶16. (U) DOMESTIC PROGRAMS/DEMAND REDUCTION. In 2007, Estonia continued to implement its 2004-2012 National Strategy on the Prevention of Drug Dependency. Combating the drug trade and reining in domestic consumption continue to be high priorities for all Estonian law enforcement agencies and for key government ministries. There are more than 60 governmental, non-governmental, and private entities in Estonia working with IDUs to provide services to decrease demand and reduce harm. There are currently five voluntary HIV testing and counseling centers in Estonia funded by the GOE and local governments. A needle exchange program is operational in 23 cities and a number of mobile needle exchange stations are in operation in Tallinn and northeast Estonia. Methadone treatment is provided at six centers in Tallinn and northeast Estonia. Drug rehabilitation services are provided at 14 facilities nationwide, three of which are church-sponsored.

¶17. (U) In 2007, the Estonian Defense Forces (EDF) implemented the first phase of a U.S. Department of Defense (DOD) project entitled "DOD HIV/AIDS Prevention Program" to raise the awareness of military personnel and to assist in the creation of a sustainable EDF HIV/AIDS prevention system. Also, post utilized the Department's International Visitors Program on HIV in 2007 to familiarize Estonian experts with U.S. practices in the fight against HIV/AIDS.

¶18. (U) In 2007, the Export Control and Border Security program provided a Targeted Risk Management Training in Tallinn for Estonian Customs Agents (September 24-28) and provided over \$100,000 worth of inspection equipment to the Border Guards, Customs Agents, and Rescue Board. In 2008, EXBS will hold a regional conference in the Balkans in which Estonian Customs Agents have been asked to participate as trainers.

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¶V. Statistical Tables  
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¶19. N/A

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VI. CHEMICAL CONTROL ISSUES  
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¶20. (U) Estonia's principal legislation on chemical controls - the Act on Narcotic and Psychotropic Substances and Precursors (ANPSP) - is in full compliance with EU legislation on drug precursors (these EU regulations include: Regulation EC No. 111/2005 of December 22, 2004, laying down the rules for the monitoring of trade between the Community and third countries in drug precursors; Regulation EC No. 273/2004 of the Council and the European Parliament of February 11, 2004, on drug precursors; Regulation EC No. 1277/2005 of July 27, 2005, laying down implementing rules for Regulations EC Nos. 273/2004 and 111/2005). Further, the ANPSP implements the Vienna Convention of 1988. The ANPSP categorizes chemical substances into three categories. None of the substances in any of the three categories are produced in Estonia.

¶21. (U) The first specified controlled substance category under the ANPSP includes ephedrine and pseudoephedrine. Under the law, a license is needed to possess, market, import, export, or broker these substances. Currently, only one license has been issued in Estonia (in 2005) to a wholesaler that imports ephedrine from an EU country and

sells it to drug stores with licenses to produce medicine under a doctor's prescription. The annual use of ephedrine (in drugstore preparations) in Estonia is about six kilograms. In addition, some imported medicinal products that contain pseudoephedrine are authorized for use in Estonia. The GOE has a pre-export notification procedure even though Estonia does not manufacture medicines that contain ephedrine or pseudoephedrine. The State Agency of Medicine (SAM) has not issued any licenses to export ephedrine or pseudoephedrine from Estonia to third countries.

¶22. (U) Potassium permanganate and acetic anhydride are included in the ANPSP's second category of controlled substances. In order to market, import, or export potassium permanganate and acetic anhydride, the producing and marketing venue must be registered with the SAM. Currently, the SAM registry includes 14 companies that process potassium permanganate and seven companies that process acetic anhydride. These companies are primarily involved in importing these substances from the EU or marketing them within the EU. In order to export potassium permanganate and acetic anhydride, an export license and a pre-export notification are required. Neither potassium permanganate nor acetic anhydride is produced in Estonia, and the SAM has not issued any licenses to export these

substances to third countries. The third category of drugs under the ANPSP is not relevant to this report.

PHILLIPS